

Message Text

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ACTION EUR-25

INFO OCT-01 NEA-10 ISO-00 IO-14 CIAE-00 DODE-00 PM-07 H-03

INR-10 L-03 NSAE-00 NSC-10 PA-04 RSC-01 PRS-01 SPC-03

SS-20 USIA-15 SY-10 USSS-00 SCA-01 AID-20 OMB-01 A-01

OPR-02 NIC-01 DRC-01 (ISO) W
----- 033743

R 181640Z DEC 73

FM USMISSION BERLIN

TO AMEMBASSY BONN

INFO SECSTATE WASHDC 2757

AMEMBASSY MOSCOW

AMEMBASSY PARIS

AMEMBASSY TELAVIV

AMEMBASSY AMMAN

AMEMBASSY BEIRUT

AMCONSUL BREMEN

AMCONSUL DUSSELDORF

AMCONSUL FRANKFURT

AMCONSUL HAMBURG

AMCONSUL MUNICH

AMCONSUL STUTTGART

CICEUR FOR POLAD AND OPS

CINCUSAFE FOR POLAD AND OPS

CINCUSAREUR FOR POLAD, OPS, AEAGC-OCO, AND DCSI

C O N F I D E N T I A L SECTION 1 OF 2 BERLIN 2155

E.O. 11652: GDS

TAGS: PINS, WB, GW

SUBJECT: GROWING THREAT OF ARAB TERRORISM IN BERLIN

REF: A) BERLIN K853 B) BERLIN 2110

1. SUMMARY : A RECENT LARGE INFLUX OF ARABS INTO WEST
BERLIN ON PRETEXT OF SEEKING POLITICAL ASYLUM HAS
COMPOUNDED EXISTING TERRORIST THREAT POSED BY ALREADY
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LARGE ARAB COMMUNITY, PROCESSING OF JEWISH REFUGEES,

PRESENCE OF PLO OFFICE IN EAST BERLIN, AND FORTHCOMING TRIAL OF ARAB TERRORISTS NOW UNDER ARREST. SENAT HAS TRIED TO CONVINCE FRG AUTHORITIES THEY SHOULD TAKE LARGE SEGMENT OF ARABS, MOST ON DOLE, OFF BERLIN'S HANDS BUT THUS FAR WITHOUT SUCCESS. THERE IS ADDITIONAL LONG-STANDING PROBLEMS POSED BY FACT THAT WEST BERLIN IS ESSENTIALLY OPEN CITY. WE BELIEVE IN PRESENT CIRCUMSTANCES IT IS NECESSARY ALSO TO CONSIDER MEANS BY WHICH ALLIES AND SENAT CAN ESTABLISH EFFECTIVE CONTROLS AT POINTS OF ENTRY INTO WESTERN SECTORS THAT WILL NOT SACRIFICE SINGLE-CITY CONCEPT OR IMPORTANT POLITICAL POINT MADE BY CONTRAST BETWEEN OPENNESS OF WEST BERLIN AND EAST BERLIN WALL. END SUMMARY.

2. AT MEETING WITH ALLIED COMMANDANTS DECEMBER 10, GOVERNING MAYOR CALLED ATTENTION TO POTENTIAL DANGER POSED BY UNEXPECTED INFLUX INTO WESTERN SECTORS IN RECENT WEEKS OF ALMOST 1,700 ARABS SEEKING POLITICAL ASYLUM. ACCORDING TO INFORMATION SUBSEQUENTLY PROVIDED MISSION OFFICERS BY SENAT, MOST OF GROUP ARE JORDANIAN PALESTINIANS, MANY OF WHOM HAVE COME THROUGH LEBANON, AND ALMOST ALL OF WHOM ARE WITHOUT WORK AND RECEIVING SOCIAL AID.

3. FRG LAW, WHICH HAS BEEN TAKEN OVER IN BERLIN (SECTION 28 ET. SEQ. OF AUSLAENDERGESETZ) REQUIRES FRG AND SENAT TO GIVE POLITICAL ASYLUM TO ALL WHO ARE POLITICALLY PERSECUTED AND REQUIRES THAT CLAIM FOR POLITICAL ASYLUM BE SUBJECTED TO DETAILED ADMINISTRATIVE EXAMINATION, WHICH, IN EVENT OF NEGATIVE DECISION, CAN BE APPEALED TO COURT. ENTIRE PROCESS OFTEN CAN LAST TWO OR MORE YEARS, DURING WHICH APPLICANT IS LOOKED AFTER BY GOVERNMENT IF HE LACKS MEANS OF SUPPORT. WORD IS APPARENTLY NOW OUT THAT WEST BERLIN IS GOOD PLACE TO LIVE AND EASY PLACE TO ENTER, PARTICULARLY FOR INDIVIDUALS WITH ACCESS TO EASTERN EUROPE (I.E. SCHOENEFELD AIRPORT IN GDR).

4. PRESENCE OF INCREASED NUMBERS OF JEWISH REFUGEES AT MARIENFELDE REFUGEE CENTER (REF A--NUMBER HAS REMAINED CONFIDENTIAL

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ABOUT 100 AT ANY ONE TIME), PROPINQUITY OF PLO OFFICE IN EAST BERLIN, AND EXISTENCE OF ALREADY LARGE ARAB COMMUNITY, MANY OF WHOM ILLEGAL ENTRANTS, HAVE COMPOUNDED CONCERN OF LOCAL OFFICIALS ABOUT SECURITY THREAT POSED BY GROUP SEEKING ASYLUM. EVENTS SUCH AS FORTHCOMING TRIAL OF FOUR ARAB TERRORISTS (REF B), IT IS FEARED, COULD TRIGGER MAJOR INCIDENT. KLEIN

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TO AMEMBASSY BONN

INFO SECSTATE WASHDC 2758

AMEMBASSY MOSCOW

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5. OTHER LAENDER AND FEDERAL MINISTRY OF INTERIOR HAVE THUS FAR BEEN
UNRESPONSIVE TO SENAT'S REQUEST THAT SOME IF NOT ALL OF GROUP BE
TAKEN OFF BERLIN'S HANDS, AND FEDERAL AUTHORITIES, CLAIMING
THAT THEIR CAMP AT ZIRNDORF WAS FULL, HAVE SINCE END OF
OCTOBER HAD THREE OFFICIALS ATTACHED TO MARIENFELDE
REFUGEE CENTER TO SCREEN GROUPS IN BERLIN WITH VIEW TO
INITIATING PROCESSING OF ASYLUM APPLICATIONS. (INTER-
VIEWS ARE CONDUCTED AT APARTMENTS WHERE ARABS HAVE
CONGREGATED, AND POLICE HAVE INDICATED THEY ARE NOT
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DISPLEASED TO SEE GROUP REMAIN CONCENTRATED IN LIMITED NUMBER OF PLACES, INASMUCH AS IT FACILITATES OBSERVANCE OF THEIR MOVEMENTS.)

6. IN EFFORT TO SEEK RESOLUTION OF ASYLUM PROBLEM, SENAT HAS ESTABLISHE COMMISSION OF APPROPRIATE SENAT DIRECTORS, AND ON DECEMBER 11 CONVEYED TO ALLIED MISSIONS COMMISSION'S DESIRE TO HAVE BK/L ISSUED WHICH WOULD RECORD ALLIED CONCERN AND WISH TO HAVE ARAB CONCENTRATION IN BERLIN REDUCED. SENAT'S THOUGHT IS BK/L WOULD SERVE AS AMMUNITION FO SENATOR FOR INTERIOR TO USE IN URGING FRG TO HAVE SOME OF ASYLUM-SEEKERS APPORTIONED TO OTHER AREAS. IN MEANTIME, SENAT AUTHORITIES ARE ATTEMPTING TO FIND JOB OPENINGS TO KEEP ARABS OFF STREETS AND MAKE THEM LESS VULNERABLE TO CONTACTS WITH PLO.

7. MISSION SEES NO OBJECTION TO ALLIES VOICING THEIR CONCERN OR LETTING SENAT KNOW THEY SUPPORT ITSAPPROACH, BUT WE ARE NOT SURE BK/L IS WAY TO DO IT. WE WOULD SUGGEST THAT IT MIGHT BE APPROPRIATE FOR ALLIES TO RAISE MATTER IN BONN GROUP WITH SUGGESTION THAT BERLIN NOT BE REQUIRED TO BEAR UNDUE SHARE OF BURDEN OF ASYLUM SEEKERS, AND THAT, GIVEN GREATLY INCREASED NUMBERS OF INDIVIDUALS WHO ARE SEEKING ASYLUM AND WHO MAY CONSTITUTE POTENTIAL SECURITY THREAT, MEANS SHOULD BE CONSIDERED FOR EXPEDITING DECISIONS ON ASYLUM.

8. IN LATTER CONNECTION WE WOULD OBSERVE THAT FRG ASYLUM LEGISLATION PRESUMABLY NEVER ENVISAGED PROBLEM NOW CONFRONTED BY BERLIN. WE UNDERSTAND THAT PALESTINIANS HAVE NOT IN GENERAL BEEN CONSIDERED UNDER FRG PRACTICE TO MEET TESTS FOR POLITICAL ASYLUM, SINCE, GENERALLY SPEAKING, THEY ARE CONSIDERED ACCEPTABLE IN ONE OR MORE ARAB STATES. ACCORDING TO KEY SENAT OFFICIAL, GREAT MAJORITY IN END WILL BE DENIED ASYLUM BUT ONLY AFTER DECISION-MAKING PROCESS HAS RUN COURSE. SOLUTION WOULD NOT SEEM TO LIE WITHIN POWERS OF SENAT, SINCE IT IS BOUND BY FRG LEGISLATION, BUT ALLIES MIGHT CONSIDER PROMULGATING LEGISLATION THAT WOULD REQUIRE INDIVIDUAL APPLYING FOR POLTICAL ASYLUM TO LEAVE BERLIN IF STATUS

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NOT REGULARIZED WITHIN SPECIFIED PERIOD OF TIME.
(GDR REFUGEES WOULD NOT BE AFFECTED SINCE THEY ARE

CONSIDERED TO HAVE GERMAN NATIONALITY, WITH RIGHTS PROTECTED BY FRG BASIC LAW.) ULTIMATELY, FRG MAY HAVE TO CONSIDER REVISING ASYLUM LEGISLATION, BUT SOME STREAM-LINING OF ADMINISTRATIVE REQUIREMENTS COULD ALLEVIATE PROBLEM CONSIDERABLY.

9. EVEN IF ASYLUM PROBLEM RESOLVED, HOWEVER, POTENTIAL TERRORISTS WOULD STILL BE ABLE, AS IN PAST, TO TAKE ADVANTAGE OF VIRTUALLY COMPLETE OPENESS OF CITY. WE BELIEVE THIS PROBLEM SHOULD BE DEALT WITH CONCURRENTLY. SOME CHECKS WERE INSTITUTED AT CERTAIN SECTOR CROSSING POINTS IN AFTERMATH OF MUNICH OLYMPICS INCIDENT, BUT INDIVIDUALS COMING INTO WEST BERLIN BY MOST MAJOR ARTERIES, INCLUDING U-BAHN AND S-BAHN, REMAIN FREE FROM ANY INSPECTION. WE WILL BE MAKING MORE DEATILED RECOMMENDATIONS IN THIS REGARD, BUT IN ESSENCE WE BELIEVE THAT, WITHOUT DISTURBING FUNDAMENTAL CONCEPT OF BERLIN AS SINGLE CITY, IT IS POSSIBLE TO IMPOSE CONTROLS AT CROSSING POINTS IN ORDER TO PROVIDE OPPORTUNITY TO TURN BACK KNOWN TERRORISTS OR OTHER INDIVIDUALS ON INTERPOL WATCH LIST (SUCH CONTROLS WOULD ALSO BENEFIT DRUG-CONTROL EFFORTS). CONTROLS, WHICH WOULD HAVE MINIMAL EFFECT ON BAST MAJORITY OF INDIVIDUALS ENTERING CITY, COULD BE JUSTIFIED ON GROUNDS THAT SENAT AUTHORITIES ARE DENIED PARTICIPATION IN OR ACCESS TO INFORMATION DEVELOPED FROM EAST GERMAN CONTROLS ON ENTRY INTO EAST BERLIN. SECTOR BOUNDARY WOULD THUS BE FIRST POINT AT WHICH SENAT COULD EFFECTIVELY EXERCISE ITS AUTHORITY. (IT IS ALSO FIRST POINT AT WHICH VISITORS ENTER FRG CUSTOMS AREA.)

10. USCOB CONCURS.KLEIN

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